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Manpower Policy





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MANPOWER POLICY

OF THE

PROVINCE OF ALBERTA

OBJECTIVES

AND

GUIDELINES

November 9th, 1972.

FOREWORD

The Government of Alberta is committed to developing and maintaining the highest possible levels of employment in the Province. Along with this is a commitment to move in the new directions required to meet such challenges as:

- . welfare costs
- . programs of training and retraining
- . hiring preferences for Albertans
- . employment problems faced by the handicapped and those over 45 years of age
- . programs of new job creation

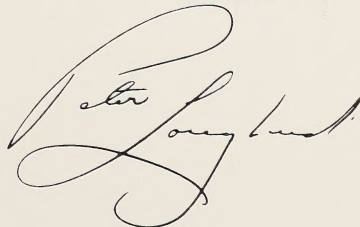
From these commitments came the decision to develop a comprehensive manpower policy. While the attempts at tackling the various manpower problems in Canada to date have been dealt with separately, the intent of the Alberta Manpower Policy is to provide an overall approach. Therefore, the Policy acts as a blueprint which guides and co-ordinates all manpower programs in the Province. The Policy stresses that such programs must be designed to meet the identified employment needs of Alberta and Albertans, and must be evaluated to make sure they are doing the job.

The Manpower Policy discusses the need for an adequate method of finding out and informing people about present and future manpower requirements. This will help to develop better programs and help each Albertan to make decisions about his own future. In order for Albertans to adjust to the technological and social changes taking place, access is needed to career planning, placement and training services. In order for industry to develop, an adequate labour force with proper training and experience is needed.

Within the overall framework for manpower development the Policy places a high priority on individual decision making, development and satisfaction. The career planning services are intended to strengthen the individual's ability to make rational career choices, to prepare him or her adequately for career transitions and to increase individual satisfaction through improved career decisions.

It is the intention of the Government of Alberta to work actively with other governments, private industry, unions, and other organizations and individuals to carry out the concepts and ideas presented in the Policy.

In brief, the Alberta Manpower Policy is a pledge for action to the people of Alberta. The challenges can and will be met.

A handwritten signature in black ink, appearing to read "Peter Lougheed". The signature is written in a cursive, flowing style with large loops and a prominent initial "P".

PREFACE

"An active manpower policy, as a means for promotion of economic and social progress, includes measures to facilitate the changing needs of the economy, to draw disadvantaged groups into gainful occupation, to stabilize seasonal and conjunctural fluctuations in demand for labour and to create employment opportunities in labour surplus areas. Thereby it should also contribute to economic stability (help braking inflationary tendencies) at the highest possible employment level."

Manpower and Social Affairs Committee
Organization for Economic Co-operation
and Development (OECD)

There must be "... close collaboration between the employment service on the one hand and industry and the trade unions on the other. The public authorities should know the plans of the firm with regard to its manpower, if they are to provide their own services efficiently.

"But an employment service performs only a part of the functions that are necessary for an active manpower policy. An overall policy involves four types of tasks in all: policy formulation, administration, evaluation of performance and liaison with independent policy systems both within and outside of the government. "To perform these broad functions successfully, there must be a 'central manpower agency'"

Norway's Manpower Policies
O.E.C.D. Observer No. 57
April 1972

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MANPOWER POLICY OF THE PROVINCE OF ALBERTA

I. THE PHILOSOPHY:

The Government of Alberta bases its policies upon a belief in the rights of the individual within our democratic society. The Alberta Manpower Policy holds the conviction that each Alberta citizen has the right to the opportunity to achieve the highest possible income and standard of living. Along with this right, the Manpower Policy includes the conviction that the individual has an obligation to society. All persons in our society have the responsibility of contributing as best they can to the creation of income through productive employment. The creation of income through employment is essential to a good standard of living. This employment serves the individual on the one hand and society on the other. Employment helps to bring the individual and family more fully into society. Employment gives status. It brings individual satisfaction. This, in turn, makes society strong, worthwhile and productive. Appropriate opportunities must therefore be available to all citizens of the Province.

To ensure that employment provides the major source of income for an individual or family, other methods of supplying income (such as social assistance payments) should be used only when employment is not feasible.

In addition to the social factors, there are also economic factors to be considered. High levels of employment mean that society is making use of resources and enjoying high production levels of goods and services.

High levels of employment contribute to the well-being of society through raising physical living standards and increasing life-enriching activities. Thus every Albertan who is physically and mentally capable should have the opportunity to take part in productive employment. To do this a number of things are necessary. Employment opportunities must be improved. The ability of Albertans to take advantage of these opportunities must be increased. The risk of unemployment must be reduced as well as the impact of unemployment when it does occur.

In view of the social and economic factors, the Alberta Manpower Policy deals with:

A. Job Creation:

To encourage the numbers and types of jobs suitable to the potential labour force. This job creation activity will include small businesses, development in rural areas and expansion of cultural and tourist enterprises.

B. The Needs of the Potential Labour Force:

To assist the potential labour force to get and keep jobs. Some members of the labour force, such as the young, those over 45 years of age and those living at poverty levels, need special attention.

Although the Policy must consider both job creation and the preparation of people for jobs, *the priority in the Policy is that jobs are for people and not people for jobs*. This priority puts the individual first. It also points to lasting and useful employment, rather than stop-gap, short-term, make-work approaches.

II. OBJECTIVE AND IMPLEMENTATION OF THE MANPOWER POLICY:

The objective of the Alberta Manpower Policy is to provide worthwhile employment opportunities for all those Albertans who have the capacity to be employed. The meeting of this objective will assist in creating, co-ordinating and maintaining the conditions necessary to have the best possible standard of living for the citizens of the Province of Alberta. The relationship of this objective to the philosophy of the Policy and to the design for implementation is shown in Figure I.

In order to meet the objective of the Policy, new organizational approaches probably will be required. (This need is discussed in more detail in Section V, **System Design**). These approaches will have to be designed so as to ensure the co-ordinated delivery of those social services concerned with income and the standard of living. For example, some kinds of governmental and private agency services could be grouped together into community Social Service Centres. Each such centre could become a focal point for the co-ordinated delivery of services. These services would assist each citizen to become a satisfied and productive member of our society. The staff of these centres would be able to take a co-ordinated team approach toward the identification of social problems and solutions. This would also apply to the planned provision of the various combinations of services needed by particular individuals or groups. For example, people could be helped to identify and overcome some of the difficulties they have had in getting and keeping satisfying jobs. This, in turn, would assist them in improving their standard of living.

An adequate standard of living for all citizens is achievable through the provision of income (which enables a person to purchase goods and services) or the provision of services directly (such as medicare or free housing) or a combination of both. Income

permits people to choose the type, quantity and quality of services and goods they wish to have. Consequently, an emphasis on the provision of income has definite advantages for the individual. Income can come from employment, investments and transfer payments (such as welfare, Negative Income Tax, or Guaranteed Annual Income). While other government policies make provision for the necessary alternative sources of income for the unemployed, the Alberta Manpower Policy is more directly concerned with the provision of income through employment.

In this regard there must be a frequent and thorough review made of the manpower situation in the Province. These studies should get at the levels and kinds of income needed by Albertans. The studies also should examine the capacity of Albertans to contribute through employment to the production of and payment for goods and services. These types of studies will assist in the accurate identification of those who have the capacity to be employed and those who for various reasons may be regarded as unemployable. The manpower function must be sensitive to the needs of these two major categories. It must be sensitive to the reasons and consequences of citizens moving from one category to another. Care must be taken to ensure that all available alternatives are examined and avenues of assistance explored. For example, everything possible should be done to help those in the unemployable category to become employable and employed. This will enable them to improve their standard of living, to develop pride and confidence, and to help strengthen our society.

It also will be necessary to carry out manpower research in the area of supply and demand. This research will look at the nature and quantity of current and future employment in the Province. On the basis of the studies and research it should be possible to develop the necessary employment plans and programs and to make the best use of employment strategies. The employment strategies which can be used to achieve full employment are as follows:

- A. Adjust the number and types of jobs to fit the number and types of people requiring employment.
- B. Adjust the size and qualifications of the labour force to fit the number and types of jobs available.
- C. Improve the matching of people and jobs.
- D. Start up special employment programs for those who find it difficult to obtain employment.

Various combinations of these employment strategies can be used. In addition, the emphasis can be shifted among them as the needs of the people of

Alberta change. Assessments of the results of the employment strategies will be used to make adjustments in approach and shifts in emphasis. In this way the objective of the Alberta Manpower Policy will be met.

III. THE PLANNING AND IMPLEMENTATION BLUEPRINT

The Blueprint (Figure 2) sets out and schedules the planning and implementation mentioned in the previous section. It is divided into five stages, with four major areas of concern in each stage. The five stages are:

A. A Philosophy and General Objectives Stage:

This is the policy decision area which selects the general objectives to be reached. This policy decision must be undertaken by Executive Council. (The philosophy and objectives are outlined in the preceding sections).

B. Information Needs Stage:

This stage is essentially research oriented. It is designed to gather the type of information needed for refining and sharpening the focus of the general objectives. Alternative methods of reaching general objectives and their implications are developed in this stage.

C. Operational Objectives Stage:

This involves selecting alternatives, establishing targets and is, in effect, another policy decision stage. It must be completed before detailed program planning can begin.

D. Program Planning:

This stage takes the selected alternatives and targets established in the preceding stage and translates them into program plans.

E. Program Implementation:

This is the last stage which includes monitoring and evaluation.

The four major areas of concern which must be considered within each stage are:

1. Labour Demand:

How many jobs, where, what skills required, when?

2. Labour Supply:

How many, what skills, location, availability?

3. Placement Process:

How to match labour supply and labour demand.

4. Contingency Programs:

All factors in the manpower equation are not predictable and certainly not control-

lable, so contingency programs must be developed to offset these situations.

The details of how these five stages and four areas of concern relate to each other are shown in the Planning and Implementation Blueprint (Figure 2). In addition, the Blueprint shows that a yearly review will be undertaken. The manpower field is constantly changing. Therefore, the planning and implementation processes must be adaptable and flexible in order to keep pace.

The yearly review will update and refine the manpower planning, implementation and budgetary processes. In this way the degree of efficiency of the Blueprint can be increased.

IV. DESIGN FACTORS

A. Labour Demand:

In Alberta, during the last few years, the labour force has expanded at an annual rate of more than 3%. This means that every year over 20,000 new jobs are required for new people entering the labour force. Since 1966 the unemployment situation has become more serious every year with the average unemployment rate in 1966 of 2.1%, more than doubling to 4.7% for 1971. Evidently job creation in the Province has not kept pace with the increase in the labour force. Over the past two years the upward pressure on the unemployment rate has been more severe with the Federal Government's policies of restraint and its inability to solve urgent agricultural problems. In Alberta these unemployment pressures have been compounded by a shift in the oil exploration activity from Alberta to the northern parts of Canada. The net effect has been that the unemployment rate in 1971 reached a level equal to the devaluation crisis of 1961. These levels of unemployment are unacceptable any time, but are particularly acute at the present time when:

1. The small farms in the Province are under considerable pressure and many are struggling to stay in existence.
2. Our educational institutions are undergoing major shifts in outlook.
3. An increasing number of trained university, technical and post-secondary graduates are unable to find employment.

For these reasons it is imperative that the Government of the Province of Alberta take all measures possible to assist in the job creation process.

Government action can influence job creation in a variety of ways. The most direct method is that of increasing the level or amount of services. This creates jobs in the public service, although the same objective can be attained by contractual arrangements with private companies. This type of employment is limited by the level of taxation which the citizens of Alberta will find acceptable. As the demand increases for such services as improved consumer protection, conservation, pollution control, and kindergarten, then more jobs will be created to supply these services.

Another method of job creation by the Government is in the construction of capital projects and other facilities throughout the Province. The nature of these projects depends upon the relative importance assigned by Albertans to a variety of desires and needs. This type of job creation is affected by the decision on meeting least cost objectives. For example, if the decision is taken to increase the labour component in these jobs at the expense of the capital component, then additional jobs will be created in Alberta, perhaps at the expense of jobs in the capital manufacturing sector in other parts of Canada or the rest of the world. In addition, since this type of job creation is under direct government control, it is possible to develop a scheduling program whereby the construction of the capital projects can be used as a method of alleviating unemployment which peaks during the winter time.

The sphere of regulation is a third main area of government involvement which directly affects job creation in the private sector. Decisions taken here primarily affect the natural resource industries, directly affect the rate and level of job creation in the Province and have an impact upon the labour force flow from the agricultural sector. Balanced against the need for new employment opportunities must be the longer term concern for resource conservation or regeneration. It would be relatively easy to create many new jobs in the Province if the policies regarding the quota system in Forestry and the allowable system in the oil and gas industry were altered to increase the rate of usage. However, this could lead to a far more severe problem for Albertans in the future.

Other forms of regulation can also affect the employment situation. Changes in the minimum wage level, and wage and price restraints, are methods which directly influence decisions by agriculture and industry in the private sector. Consumer protection and pollution control legislation can have significant impacts on industrial activity.

In a largely resource-based economy such as Alberta has, these actions require the Government to be very aware of the economic factors underlying development and the effects of these regulations on job creation.

The job creation outlined above contributes to less than 15% of the overall employment level. The greatest portion of employment arises out of the private sector. Governments affect industry and agriculture in a variety of ways, in addition to those mentioned previously.

Among the most direct methods are tax policy, marketing assistance, credit programs, incentive grants and other subsidies. If the problems of unemployment are to be alleviated, then this sector must expand more rapidly than has been the case over the past five years. To ensure that this will happen, a joint agriculture — private industry — government effort must be undertaken. The areas of greatest potential must be identified and programs must be designed to ensure that the maximum number of new jobs is realized.

B. Labour Supply:

Although the priority in a manpower program is that jobs are for people and not vice versa, it is also necessary to ensure that people have the skills necessary to fill the jobs which are available. Manpower policy then becomes a two-way process of creating jobs for people and preparing people for jobs. People need training and other employment related services in at least two and perhaps three stages of their life. These stages are the pre-employment period, the labour force period, and perhaps the retirement or approaching retirement period.

There are special groups of people who are handicapped in some way or who may have some special problems. They will need services in addition to those needed by most people. Most people, in order to be successful in an occupation or career, need:

1. Information:

This information must relate to career or occupational decisions. What jobs are available, what is the future of these jobs, what skills and other attributes are necessary pre-requisites. This information can come through:

- (a) The mass media — newspapers, magazines, T.V., radio.
- (b) Friends or associates — everyone seems to have an opinion about what is a 'good' job and what will happen in the future.

- (c) Special study — a person may do his own research on a field of interest.

- (d) The formal counselling process.

There is little purposefully organized career planning information available to most people. Career planning counsellors usually take the form of counsellors in educational institutions and they are not generally accessible to people other than students in the institution.

2. Skills:

A person needs skills in two areas; physical or mental skills which he can sell, and social skills which enable him to sell his physical skills and maintain a good relationship with his fellow workers. These skills are obtained through:

- (a) **Training** — which includes basic education prior to employment, and continuing education during employment. Changing technology makes necessary the continued updating of knowledge and the retraining for new or modified skills.

Manpower policy has definite implications for education policy. If a provincial objective is to enable people to be employable, then the first priority in education is to teach skills related to employability and the second priority is to give courses related to life enrichment. There are also questions to be raised about where training should be done. With rapid changes in technology it may be better to make more use of training-on-the-job type programs than to put money into training facilities. The training allowance area is also one which will need examination and revision because it has implications for all post-secondary educational financing for students.

- (b) **Experience** — changing technology tends to make some kinds of experience obsolete while other kinds of experience may be in demand by employers.

The majority of the training is done in the educational institutions and is supplemented by some employers. Experience is generally received through employment.

3. Attitudes Supporting Work Activity:

Some of these attitudes relate to time, work scheduling and production. Many of these attitudes have been learned in the past from the structures of the school system with its program of start-stop class periods, every day at 9:00 a.m., and dead-

lines for assignments. These kinds of attitudes are meeting with resistance from some students now and may not be as appropriate in the future as they have been in the past. Career versus job orientations and individual work scheduling and responsibility may be appropriate for future employment patterns.

4. **Mobility in the Physical, Social, Educational and Economic Areas of Life:**

A major question in this area is what, if any, is the limit to mobility in an individual's life? Some authorities contest that major changes in one area of life must be compensated by stability in other areas if physical, emotional and mental health is to be maintained. Some government programs have promoted and encouraged mobility (such as mobility grants and training allowances) but not much has been done about examining the implications of this mobility.

C. **The Placement Process:**

The placement process brings jobs and people together. People obtain information on job opportunities from a variety of sources including friends, direct advertising, seeking out employers, unions and placement agencies. If full employment is to be achieved, this placement process must be improved so that people spend less time between jobs. The placement process needs to be improved by teaching people how to look for jobs and by teaching employers better methods of screening and administering their employees. Artificial barriers to employment, such as unnecessarily high educational prerequisites and unnecessary professional or union restrictions on entry into some fields, must be examined and changed. Many more handicapped people could be employed in jobs if people were hired by prerequisites which were set by the performance requirements of the job. Selection on this basis requires much more effort on the part of personnel departments.

V. **SYSTEMS DESIGN:**

A number of interlocking systems are required to handle the factors outlined in Section IV. Implicit in Figure I and discussions to date has been the requirements for a planning, research and evaluation system. The other necessary systems are a decision-making system, an information system, a training system, an employment development system, and a career planning and placement system.

A. **The Decision-Making System:**

This system must be clearly defined so that information relating to manpower problems can be channelled to the proper place and so that decisions can be made within a reasonable time frame. The decision-making system must request the type of information it feels is needed; it should involve and interpret a wide range of citizen opinion; it should decide major direction, priority and emphasis; and it should assign implementation responsibility. Manpower decision-making must be focused at the highest possible level. Therefore, it is suggested that a Cabinet Committee be made responsible for Manpower in order to be the focal point of the decision-making system.

B. **The Information System:**

This system is also a key element in the manpower program. Information is needed for policy decisions, for implementation decisions, for career planning and counselling and for evaluation. The design of this system should include the design of a two-way information flow between the people who generate information and those who use the information. The information must be in a form which is useful to the user. At the present time there are a number of agencies producing information. There are also a large number of agencies using information. But there is no coherent flow of information, no agreed upon common data base, and almost no feedback on the usefulness of information.

There are several ways of developing the information system. One way would be to leave the fragments of the producer parts of the system where they are presently located and develop an in-house manpower information system capacity to identify, co-ordinate and channel the two-way information flow. Another method would be to develop a centralized information and statistical service which would feed information to all users and to which all users could forward information requests.

Under the present circumstances the information system for the Manpower function will have to be developed on an in-house basis, in combination with the necessary in-house planning and research functions. The Manpower information system will co-operate fully in any subsequent establishment of a centralized non-departmental statistical unit.

C. **The Training System:**

This system should include the elements of original preparation for employment, retraining and continuing education. The present training system placed most of its emphasis on original

preparation. A beginning has been made toward a capability in retraining with only limited emphasis on continuing education. This emphasis is based on a relatively static or slowly changing picture of skill requirements which is no longer accurate. The retraining concept is only a remedial or rehabilitative measure which attempts to patch up the deficiencies in the training system. It is not a long-term solution to the problems of structural unemployment because it implies a stop-start pattern of labour force involvement. This pattern imposes adjustment problems on the individual and on his family. The pattern of relatively slow and smooth but continuous adjustment implied by continuing education is probably more desirable from the point of view of the individual, his family, and the labour force. This will also mean a major re-orientation of employees, employers and educational institutions to work more co-operatively in exploring areas such as:

1. Study-work situations where part of the time is spent in the classroom and part in an employment situation. Perhaps radio and television may be used in place of the classroom approach. This is not simply for students in the original preparation stage, but for full-time employees as well.
2. Greater use of training-on-the-job situations.
3. Internship concepts.
4. Sabbatical leave situations.

This exploration obviously will need the concerted and co-operative effort of all concerned. Within the manpower concept the following things must happen:

1. The research and information systems must be able to place trend and projection information in the hands of educators, employers and legislators.
2. The placement function must be more educative and less passive. The placement function is the link between the labour supply (the employee and educator) and the labour demand (the employer). The placement officer must become active in relating in both directions the needs of each group.
3. There must be more co-ordination and exchange among all the types of educational institutions and agencies. (e.g. Why should it not be possible for a philosophy student at the University of Alberta to have as part of his curriculum a course in computer programming from N.A.I.T.?)
4. Major changes in labour demand, such as a large plant closure or a large new plant,

should be co-ordinated much more closely with the training system.

D. The Employment Development System:

This system could probably remain as it is (i.e. in several departments) but will need a large additional input in creating secondary manufacturing and in attempting to influence its location. This will need to be done with careful reference to agricultural planning to ensure program conflicts do not occur. Basic decisions will have to be made on the degree of decentralization of industry established as a target. The social and servicing costs involved in locating industry in the metropolitan areas should be examined and identified and then considered in developing taxation policies. Recognition must be given to the fact that many people are not prepared to move from their existing homes and special efforts will be made to try to develop around their existing economic base. An improved information system will assist in the establishment of targets for job creation and in identifying those areas and industries which can be emphasized to advantage. In addition, this should assist in identifying the target needs for contingency and other special employment programs.

E. The Career Planning and Placement System:

This system is of critical importance in making the rest of the manpower program effective for the people of the Province. Most people now make their career decisions without the benefit of adequate information on career alternatives, transition assistance and education programs, and potential opportunities which may result from any choice.

1. The purpose of the career planning service of the system is to assist the people of the Province to make profitable transitions from school to school, school to work, work to additional education or training, job to job and work to retirement. People should have the opportunity to plan for and prepare for each of these types of transitions so that they are profitable to the individual. The transitions should increase the individual's personal satisfaction. They should also be profitable to society in that the individual is making a more valuable contribution to its welfare. The career planning service can be sub-divided into:

- (a) Public information.
- (b) Self counselling.
- (c) Group counselling.
- (d) Individual counselling.

Most people now make their own career

choice without the benefit of an individual counsellor and this will probably continue to occur. Various factors would make it very expensive to provide individual counselling for everyone. Therefore, the components listed above would probably involve decreasing numbers of people with the public information component reaching almost everyone, the self-counselling materials going to those who request them, and an even fewer number participating in group and individual counselling. Counsellors should be independent of any direct program so that they do not become screening devices for that program, but they should have knowledge of and access to all programs which might affect the employability of a client. These services might range from psychiatric services, through family and debt counselling to training and placement services. One direct service which might be provided is a testing service to assess interest aptitudes and other factors affecting career decisions.

2. Programs in the placement service of the system should be designed to seek out, on an active and continuous basis, both jobs for individuals and employees for employers. This service needs to be supported by the information system with respect to the number and kind of jobs and workers available so that information can become rapid-

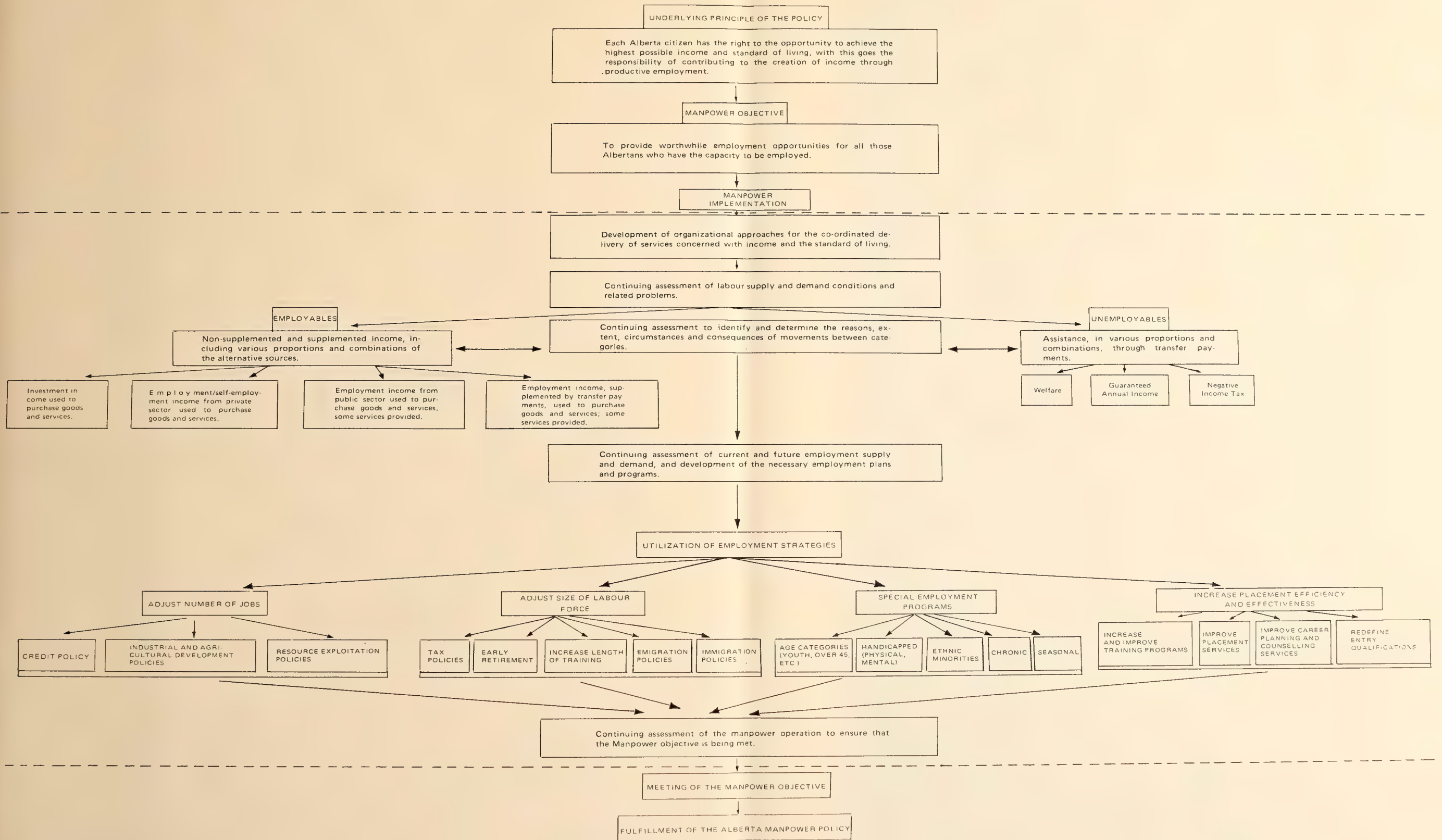
ly available. It must also be supported by mobility programs and must be able to refer hard to employ people to career planning and to any assistance other than placement and mobility which may be needed. The placement service should have a national orientation so that the employment opportunities in the rest of Canada can come to the attention of Albertans and that Alberta jobs which cannot be filled by Albertans can be filled from elsewhere in Canada. The placement service of the system should feed information to all other stages about the kinds of skills which are in demand, the kinds of people who are difficult to place and the kinds of information needed by employers.

F. Summary:

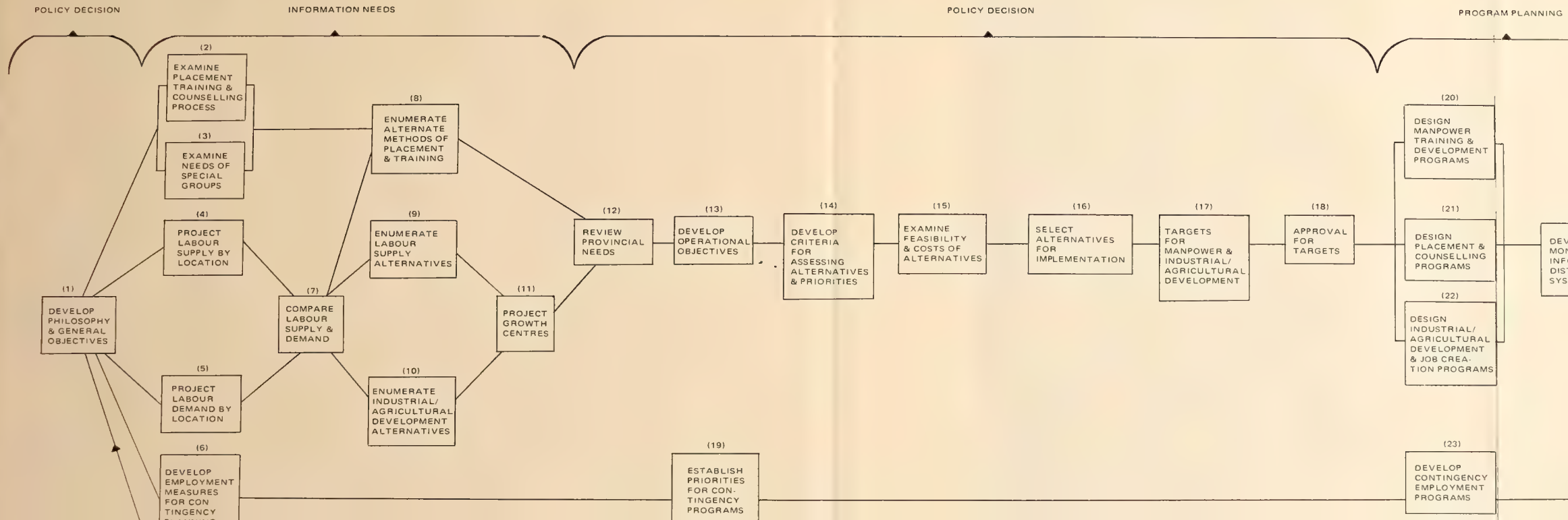
The integration of the total manpower program and its emphasis on service to people depends upon the following points:

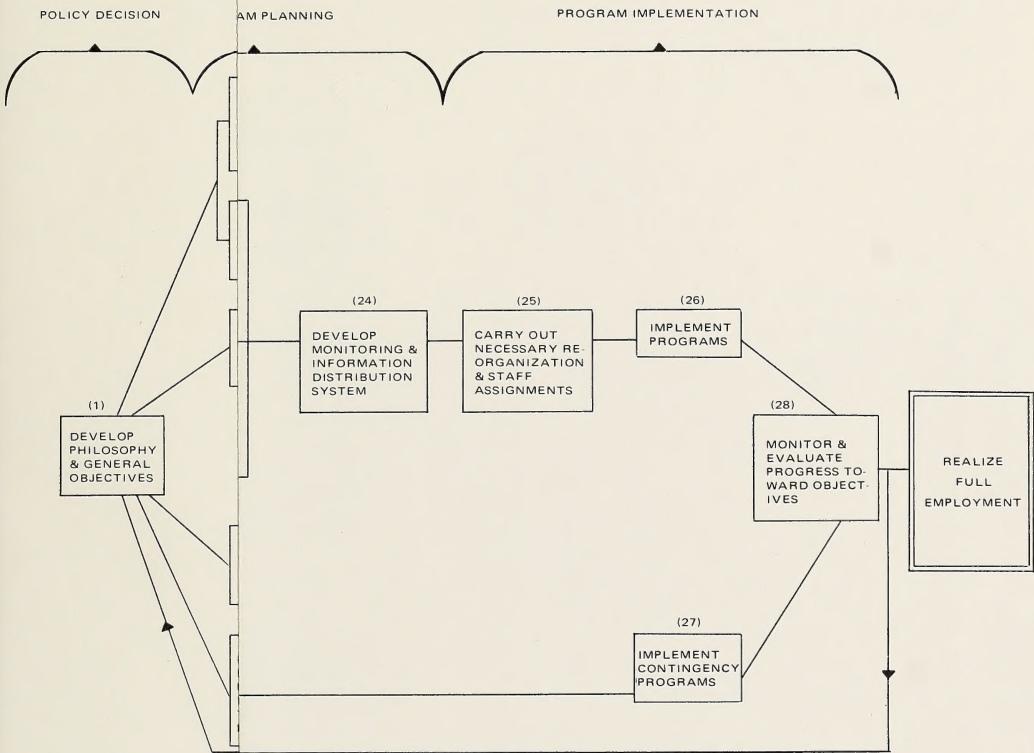
1. The crucial importance of career planning and placement activities.
2. The necessity of co-ordinating all of the related activities.
3. The necessity of research and information systems and of a decision-making system.
4. The necessity of a systematic method of referral and follow-up if people are not to feel they are getting the bureaucratic "run around".

ALBERTA MANPOWER POLICY:



ALBERTA MANPOWER POLICY: PLANNING AND IMPLEMENTATION BLUEPRINT





July 31, 1972

FIGURE 2

